

# 2005-07 Policy and Program Recommendations of Governor's Council on Substance Abuse

## Article I. Revenue Enhancement Proposal

*This proposal was prepared at the request of the Governor's Council on Substance Abuse and does not necessarily represent the official position of the Governor's Office, the state agencies represented on the Council or the agency or organization that prepared this proposal.*

**Program:** **Criminal Justice Treatment Services**

**Recommendation Summary** (Summary description of purpose of proposed enhancement):

The recommendation is to expand substance abuse treatment for offenders. The goal would be serve up to 10% of those offenders who need substance abuse treatment. DASA current serves 25% of non-offenders people who that need substance abuse treatment.

There are approximately 70,000 offenders per year in need of treatment. Although the Legislature appropriated addition funds, known as the Criminal Justice Treatment Account (CJTA), to treat offenders in July 2003, these funds are only able to serve about 4% or 3,000 of those offenders per year that are in need of substance abuse treatment. DASA would propose serving up to 10% of the offenders who need substance abuse treatment. DASA proposes to increase the number of offenders served from 4% to 7.5% in FY 06 and to 10% in FY 07.

	# Of offenders to be served			
	CJTA	7.50%	10%	Total
FY 2006	3000	2250		5250
FY 2007	3000	2250	1750	7000

**Fiscal Detail** (For each year, and for the biennium total, provide operating expenditures, staffing (FTEs) and revenue sources (if known):

The average cost of substance abuse treatment for offenders is \$3,500. In order to serve an additional 4,000 offenders DASA requests the following:

	FY 2005	FY 2006	Total
<b>Operating Expenditures</b> (treatment services at \$3,500 per offender for additional offenders)	\$7,875,000	\$14,000,000	\$21,875,000
<b>Staffing (FTEs)</b>	1	1	1

**Revenue Detail (if known)**

**Funding sources**

**Description of existing program** *(Brief description of existing activities as they function and any anticipated changes at the current budgeted level):*

DASA contracts with county and tribal government for the development of locally managed substance abuse treatment services. For offenders the services include the following:

1. Crisis Services
2. Detoxification Services
3. Outpatient Treatment, General
4. Opiate Substitution Treatment
5. Transportation
6. Case Management, General
7. Child Care Services
8. Intensive Inpatient
9. Long Term Care
10. Recovery House
11. Involuntary Residential Treatment Services
12. Screening Tests (UA screen/breathalyzer testing). Limited to no more than eight tests per month for each client.

(A description of these services is included as Attachment 1.)

**Justification and Impact Statement** *(Include reason for the proposed enhancement, impact on clients and services, impact on other units of government, other alternatives explored, future biennia budget impacts, one-time versus ongoing expenditures and costs, and effect of non-funding):*

- **Reason for proposed enhancement**

Research conducted by the Washington State Institute for Public Policy, documents the cost benefits to the taxpayers is \$2.45 of savings of every dollar spent treatment services for offenders under court supervision in programs such as drug courts<sup>1</sup>.

In the 2003, the Legislature created the Criminal Justice Treatment Account (CJTA) and provided \$4.475 million per year to serve offenders. This amount will serve approximately 1,500 individuals. On July 1, 2005, CJTA will increase to \$8.25 million per year. With this increase, CJTA will only serve 3,000 offenders. Based on the Washington State Administrators of the Courts database, approximately 175,000 individuals are arrested on non-traffic misdemeanor and felony charges each year. Of this, 40% or 70,000 are in need of substance abuse treatment services.

- **Impact on clients and services and effect of non-funding**

Without adequate funding for treatment these offenders will be prosecuted and receive prison sentences. The offenders will enter into the more expensive prison system where the annual cost to serve a prison is \$26,000.

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<sup>1</sup>Does Drug Treatment Work? Washington State Institute for Public Policy. URL located at: <http://www.wsipp.wa.gov>

- **Impact on other units of government**

With additional funds to treat offenders, DASA would contract with counties and tribes to provide substance abuse treatment services. The success of treating offenders is based on combining substance abuse treatment services with court supervision in models such as drug courts.<sup>2</sup> Counties and tribes would need to modify their court system to provide supervision of these offenders while they are in treatment.

- **Other alternatives explored**

The alternative would be to confine the offenders in either county or tribal jails or prisons. With the current overcrowding of the jail/prison system, additional jails and prisons would need to be built.

- **Future biennia budget impacts**

These additional funds would need to continue as an ongoing expense in order to serve other offenders.

### **Proposed Implementation Plan**

DASA would incorporate additional funds into the biennial planning process conducted with each county and Federally recognized tribe to expand the development of substance abuse treatment services for offenders. In addition, DASA would work with counties, tribes, and the treatment provider community to develop additional capacity for the following:

- Additional residential capacity
- Specialized treatment services for methadone clients

**Performance Measures and anticipated outcomes** *(What are the expected outcomes from this proposal? Include specific detail for the outcome measures that will be used to assess the effectiveness of the enhanced services.)*

- Reduction in illegal drug use as measured by standardized pre and post test instruments
- Reduction in alcohol use as measured by standardized pre and post test instruments
- Increase completion of treatment by offenders as measured by studying data contained in the DASA data system known as TARGET.
- Decrease in crimes as measured by studying arrest data contained in the Administrators of the Courts data system.

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<sup>2</sup> Resource Guide for Drug Courts, U.S. Department of Justice, 2004. URL at <http://www.ojp.usdoj/BJA>

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## **ATTACHMENT 1 ELIGIBLE SERVICES**

The following services may be purchased under this application:

### **I. DEPARTMENT PROGRAM ADMINISTRATION**

Costs incurred in supporting substance abuse and chemical dependency treatment services administration within a human services or similar county/tribal department, or alcohol and drug coordinator's office, for a program related operation. This includes such activities as program planning, budgeting and evaluation, plan implementation, program coordination, contract monitoring, and all direct administrative support activities. Also includes support services normally identified with department program administration. This would include services provided by the county/tribal auditor, treasurer, prosecutor, purchasing department, personnel, etc., which have been either billed or allocated per a cost allocation plan.

### **II. CRISIS SERVICES**

Costs incurred to provide emergency interventions, such as overdose management, alcohol or drug related family crisis, or assistance to intoxicated or incapacitated clients in the streets or other public places. Services include any of the following activities on a very short-term basis: general assessment of the client's condition, an interview for diagnostic or therapeutic purposes, and transportation home or to an approved treatment facility. Services may be provided by telephone or in person, in a facility or in the field, and may or may not lead to ongoing treatment. Crisis Services does not include the costs of ongoing therapeutic services.

### **III. DETOXIFICATION (DETOX) SERVICES**

Costs incurred for care and treatment of patients while the patient recovers from the transitory effects of acute or chronic intoxication or withdrawal from alcohol or other drugs. Examples of detox are:

- Acute detox: A method of withdrawing a patient from alcohol or other drugs where nursing services and medications are routinely administered under physician supervision to facilitate the patient's withdrawal.
- Sub-acute detox: A method of withdrawing a patient from alcohol or other drugs utilizing primarily social interaction between patients and staff within a supportive environment designed to facilitate safety for patients during recovery from the effects of withdrawal from alcohol or other drugs.

### **IV. OUTPATIENT TREATMENT SERVICES**

Costs incurred for services that provide non-domiciliary/non-residential chemical dependency assessments and treatment to patients. Includes services to family and significant others of persons in treatment. This does not include services to family or significant others of a person not currently in treatment. These expenses should be coded as family support services. Outpatient treatment services must meet the criteria in the specific modality provisions set forth in WAC 388-805.

**V. OPIATE SUBSTITUTION TREATMENT SERVICES**

Costs incurred in providing assessment and treatment services to opiate dependent clients. Services include prescribing and dispensing of methadone or other DASA approved substitute drugs in opiate substitution services approved in accordance with WAC 388-805 or its successor. Both detoxification and maintenance are included, as well as physical exams, clinical evaluations, individual or group therapy for the primary client and his/her family or significant others, guidance counseling, and educational and vocational information.

**VI. CASE MANAGEMENT - GENERAL**

Costs incurred for case finding, case planning, case consultation, and referral services for the purpose of linking clients to assessment and treatment or maintaining clients in treatment and other support services. This does not include direct treatment services in this sub-element. Refer to Attachment 4 for a description on the limitations and use of case management.

**VII. INTENSIVE INPATIENT RESIDENTIAL TREATMENT SERVICES**

Costs incurred for a concentrated program of chemical dependency treatment, individual and group counseling, education, and related activities for alcoholics and addicts, including room and board in a 24-hour-a-day supervised facility in accordance with WAC 388-805 or its successor.

**VIII. LONG-TERM CARE RESIDENTIAL TREATMENT SERVICES**

Costs incurred for the care and treatment of chronically impaired alcoholics and addicts with impaired self-maintenance capabilities, including personal care services and a concentrated program of chemical dependency treatment, individual and group counseling, education, vocational guidance counseling, and related activities for alcoholics and addicts, including room and board in a 24-hour-a-day supervised facility in accordance with WAC 388-805 or its successor.

**IX. RECOVERY HOUSE RESIDENTIAL TREATMENT SERVICES**

Costs incurred for a program of care and treatment with social, vocational, and recreational activities designed to aid alcoholics and addicts in the adjustment to abstinence and to aid in job training, re-entry to employment, or other types of community activities, including room and board in a 24-hour-a-day supervised facility in accordance with WAC 388-805 or its successor.

**X. INVOLUNTARY RESIDENTIAL TREATMENT SERVICES**

Costs incurred for a program of care and treatment of alcoholics and addicts who are involuntarily committed to chemical dependency treatment under the provisions of RCW 70.96A and individuals who meet these commitment criteria but who are best served by voluntarily agreeing to treatment in lieu of commitment. Treatment services provided shall enhance and promote physical, emotional, and spiritual restoration of each client.

**XI. TRANSPORTATION**

Costs incurred for services employed to transport clients to and from chemical dependency treatment programs.

**XII. CHILDCARE SERVICES**

Costs incurred to provide childcare services for children of clients in treatment when needed to complete the parent's plan for chemical dependency treatment services. Childcare services must be provided by licensed childcare providers or by providers operating in accordance with the provisions set forth in WAC 388-805-900 through 935.

**XIII. SCREENING TESTS**

Costs incurred to provide screening tests for the use of drugs or alcohol through testing processes, such as urinalysis or breathalyzers. There is a maximum limit of two tests per week for any individual.